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ABSTRACT

These three reports describe recent and proposed changes to broadcasting structures in Great Britain, the Arab states, and Sweden. The Annan Committee on the Future of British Broadcasting reports developments in British broadcasting since 1960, changes proposed by the committee, and the reaction of the broadcast industry to those proposals. A paper on Arab broadcasting systems describes the history of broadcasting in the Arab countries and discusses characteristics of radio and television systems, such as the types of programs offered, the use of program and news exchanges, broadcast financing, and political influence. The report from the Swedish Committee on Broadcasting outlines a plan to revise the organizational structure of Sweden's national broadcasting system, emphasizing the broadcasting media's responsibilities regarding cultural policy. (RL)

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RECENT AND PROPOSED CHANGES IN BROADCASTING STRUCTURES

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The Report of the Annan Committee on the Future of British Broadcasting

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BACKGROUND

This is the sixth Committee of Enquiry into British broadcasting whose essential characteristics were laid down as early as 1926 (Crawford Committee). These were, first, that the service which uses a scarce national resource should be conducted in the public interest, available to all; second, that the service should be responsible for both transmission and programming; and third, so as to ensure the necessary editorial and creative freedom, the Corporation must not be subject to continuing ministerial guidance. To achieve this, a two-tier structure was set up with Government appointing the Authority to whom it delegated the running of the broadcasting service (the Governors of the BBC are the Authority). The same structure was used for commercial television (1955), modified only to take account of the fact that there was not one company as in the public sector, but 15. It was left to the ITA (the Independent Television Authority) to evolve the pattern of commercial television. This included deciding on the size and number of franchises, selecting the companies, deciding on the manner of charging advertising revenue, and supervising the conduct of the service. Because of the number of programming outlets, ITA also assumed responsibility for transmission.

In law, it is the Authorities and not the companies or the Corporation which are responsible for transmission and output. From the start then, the Authorities had a dual role: 1. to ensure that broadcasters operated in the public interest and were responsive to the public, and 2. to safeguard the broadcaster's independence. The Acts and Charter through which Parliament lays down broad guide lines for each Authority come up for renewal at fixed intervals (the next is due in 1979). Committees of enquiry, like the Annan Committee, being generally set up prior to such renewal. During the 10 to 12 years between one Committee and the next, except for questions in Parliament, there exists no forum for public debate about the conduct of the services or for discussion of proposed changes in broadcasting or its role in society.

The Annan Committee was set up in 1974 and asked to report within 2 1/2 years. Its terms of reference were:

> "To consider the future of the broadcasting services in the United Kingdom .... to consider the implications for present or any recommended additional services of new techniques; and to propose what constitutional, organisational and financial arrangements and what conditions should apply to the conduct of all these services." (The External Services of the BBC were excluded.)

Developments in broadcasting made for increased complexity of the task of successive Committees. Since the Pilkington Committee reported in 1960, for instance, the number of services to be considered had increased (BBC2 and local radio had been added), others were waiting to be made operational (4th Channel, Teletext and Cable TV). There was need to consider the likelihood of a European satellite and the impact of developments like view-data, video-discs and cassettes. While the difficulty of the task had increased, the conditions under which such a Committee works remained the same. As before the membership was unpaid and of a political complexion ranging from pink to pale blue drawn from a variety of occupations. Only 5 members out of 16 had had any previous experience of the world of broadcasting (2 as producers, 2 as freelance broadcasters, 1 as researcher). While the Civil service provided high-level professional personnel, it had not commissioned preparatory studies to present the Committee with different scenarios about the future (together with cost benefit analyses), whether these concerned technological developments, societal changes or alternate broadcasting structures. All such scenarios came to the Committee from organizations (including the post office) with a particular case to argue. Now could the results of the small number of studies which the Committee commissioned become available during the early and crucial phases of the Committee's work.

DEVELOPMENTS SINCE 1960 (Publication year of the previous Committee's report)

a) In Broadcasting:

Television: 1964 BBC2 was started; 1969 colour was introduced; 1972 restriction on hours lifted. Underfinanced cable experiments were carried out in 1966 and again since 1972.

Radio: 1966 BBC was granted a fourth radio service to provide continuous popular music as substitute for the outlawed pirate station; between 1962 and 1974 BBC radio output almost doubled.

Local Radio was started in 1966 and has been a political football ever since: Between 1966-70, the Labour Government authorized 20 BBC stations with a view

to increasing that number. The Conservatives who came to power in 1970 stopped any increase and instead authorized up to 60 commercial local radio stations under the aegis of the ITA (renamed the Independent Broadcasting Authority). When Labour returned to power in 1974, the 19 commercial stations already started were allowed to continue but any increase of BBC or commercial stations was stopped until the Committee had reported.

b) Societal Changes

Since 1960 there had been a lessening of consensus in society on which the easy relationship between broadcaster, the public, and government had rested. Divisions within society had become more visible and vocal, coupled with greater distrust of authority and of powerful institutions. With these changes came greater criticism of the broadcasters and in particular of the BBC as representing an unelected élite accountable to no one, also a greater awareness of the broadcasters' role in agenda-setting and with it accusations of bias or blandness. There was some feeling that the BBC and ITV were waging a private war for mass audiences in which the interests of the public were little considered. Because the BBC was seen as the more powerful of the two organizations, most of the criticisms were directed against it. In the days of the Pilkington Committee, ITV had been the target.

CONSIDERATIONS WHICH INFORMED THE COMMITTEE'S RECOMMENDATIONS

1. That while British broadcasting was in good shape, commanding respect at home and abroad, it appeared to have reached a plateau. There were signs of a hardening of the arteries. That just as increased vitality came to broadcasting when it moved from a regulated monopoly to a regulated duopoly, so now vitality would come, not from more of the same, but through experimentation with new forms of broadcasting services which, to be truly different, require that they should not compete for exactly the same source of finance.

2. That mass audiences are adequately catered for; what is needed now are programmes which cater for the diversity of tastes and interests of different minorities (which are often very large) that make up the mass audience. This is why the Committee laid special stress on the expansion of local radio, the later development of local cable television, and on using the fourth channel as "host to different companies, programme styles and educational ventures."

3. That the usefulness of an Authority as a buffer between the public and the broadcaster has stood the test of time and that any new service should

therefore be developed under the aegis of a new Authority concerned solely with that service. To add it to an existing Authority already responsible for a rather different service would cramp the style of the new venture.

4. That the powerful institutions of the BBC and the IBA were insufficiently accountable to the public and that some provision needed to be made to increase that accountability without hampering creative and editorial freedom. Also, since each Authority had been assigned the task of developing a service in the public interest, it was necessary to consider the public interest across all broadcasting outlets.

5. That the dismal economic climate in Britain might delay, not only the implementation of the recommendations, but also the speed with which new relevant technological developments were taken up. The Committee was very aware of its lack of feel for developments in telecommunications and their potential effect on broadcasting. (The chapter dealing with these matters is the least satisfactory). It therefore considered it a matter of urgency that provision be made for better review of such developments than was possible by leaving it either to a periodically activated technical committee or to the inexpert periodic Committees of Enquiry like the Annan Committee. It saw the need for more continuous review, that review to be as much concerned with societal needs as with technological options.

6. That this is a particularly difficult stage in the history of broadcasting at which to make recommendations; there are too many unknowns. Our recommendations therefore take account of this uncertainty and use it for trying out new forms of broadcasting which would move broadcasting in the direction of greater flexibility and diversity. The Committee further felt that accountability meant not solely building up a more effective interchange of ideas between broadcasters and the public but also having informed debates with the public at times at which government needs to make decisions about new services and options, many of which cannot wait upon the next committee of enquiry.

MAIN RECOMMENDATIONS CONCERNING BBC AND IBA

1. That the BBC should continue to be the main national instrument of broadcasting in the U.K. but should no longer be responsible for local radio. A minority of the Committee thought that optimal development of each medium, especially radio, was best achieved by having two separate BBC services: BBC radio (to include the external services) and BBC television. The majority felt

that the gain would not be sufficient to offset the potential weakening of the BBC's prestige through such separation. All were agreed that the BBC was top heavy and needed to improve communications within the organization and with the public.

2. That the ITV service had come of age as a service of high quality, that it should be primarily regional, and that IBA should no longer be responsible for local radio. The Committee emphasized the need for strict control concerning the size of foreign and of newspaper holdings. Contractors should not be allowed association with music or promotion businesses. It recommended fixed, not rolling, contracts to facilitate competition by new companies for existing franchises.

3. That both Authorities should hold public hearings in different parts of the country to allow the public to comment on the services.

4. That one service should provide audience ratings for all broadcasting outlets.

5. That there should be a common complaints commission across all broadcasting services to deal with complaints by individuals and organizations about misrepresentation or unfair treatment on the media.

NEW BROADCASTING SERVICES AND AUTHORITIES

A LOCAL BROADCASTING AUTHORITY should be established to take responsibility for all local radio, for the hospital and university services so far licensed by the Home Office, for any cable experiments, and, at a later stage, for the development of cable. It was thought that local broadcasting should occupy an increasingly important place in society, but that it will not flower unless allowed to develop quite separately and not as an adjunct to powerful regional and national services. While the main source of finance would be advertising, special encouragement should be given to non-profit making trusts, to cooperatives and to a whole variety of endeavours to finance local stations. As local radio should be attuned to local needs, it might differ from area to area, with the poorest supported as satellite by more profitable stations or through grants at least for its educational programmes. There should be diversification in the sources of finance, in the organization and orientation of the stations. The Authority would be concerned with securing funds needed to encourage development. It should be small, innovative and involve the communities at all stages of its work with hearings held at the time of awarding a franchise and periodically

thereafter. The valuable work done by BBC local radio would not be lost since it was hoped that such stations would wish to transform themselves into non-profit making trusts and enter into some contractual and financial arrangement with the BBC for the provision of local news.

THE FOURTH CHANNEL: THE OPEN BROADCASTING AUTHORITY (OBA)

The arguments for giving the fourth channel to ITV ranged from fairness and tidiness (two channels for each service), from the need to give ITV an outlet for its talented producers to the availability of IBA and ITV to run such a service. But the arguments against doing so were far stronger: It would mean more of the same, an increase in the fight for mass audiences, the opportunity to increase the number of inputs into broadcasting would be lost, and the monopoly of television advertising continued unjustifiably. But more important, to do so would be to pass up a unique opportunity to experiment with new forms of TV programming and structure which would move broadcasting in the direction it will need to go once more and more broadcasting outlets become available.

Underlying the proposal for an OBA is the desire for plurality in a deeper sense than what is generally meant by plurality of outlets: here it is seen as a nursery for new forms and methods of presenting ideas and as opening the door to a new kind of broadcast publishing. This requires a new Authority and cannot be done by placing it under the wing of an existing Authority.

The OBA would have several novel features: 1. The service would commission programmes rather than produce them. 2. While it would feature news analysis and political and social commentary, it would not have a Newsgathering service. 3. It would give first priority to identifying and satisfying the diversity of interests of the minorities that make up the mass audience. 4. There would be diversity in content and origination: OBA would provide an outlet for programmes fromindependent producers,from ITV, ITN, and the BBC. It would feature Open University programmes and other adult education and retraining programmes, these to be financed by grants from government or industry. Once programmes were selected, the OBA would act as a publisher. It would allow committed programmes, use a looser interpretation of balance in broadcasting but would of course, like any other Authority, be subject to the guidelines given to it by Parliament. Revenue would be obtained by block advertising, by sponsorship (with adequate safeguards) and, in the case of educational or retraining programmes, by grants from the government or industry. 5. Transmission would be taken over by IBA.

The Authority and the service would be kept small. Money to launch the service would be provided by a grant or loan from the government, i.e., from the taxpayer which would also be the case if the channel were given to ITV since their additional costs would reduce the size of the levy paid by the companies to the Treasury.

PUBLIC ENQUIRY BOARD FOR BROADCASTING (PEBB)

The Committee recommends the establishment of PEBB to discharge certain essential functions which cannot be discharged by the existing or proposed Authorities. Each Authority answers for the service under its care. No one is responsible for taking a general view of all broadcasting services in the interest of the consumer. Unlike the CRTC, the board will have no executive functions even though it will adopt some of its strategies; it is suggested, for instance, that the Board should hold public hearings once every seven years on the way each Broadcasting Authority has discharged its responsibilities. Such hearings might reveal that all is well, that the Authorities have not fulfilled their remit or that the remit needs changing. The Board would report to the Home Secretary on the public's view of the services to be laid before Parliament.

The PEBB would provide a forum for public debate (possibly again through hearings), of proposals for new broadcasting services or of issues raised by the reports of the Telecommunication Advisory Committee. Although the Committee proposed the establishment of a separate Telecommunications Advisory Committee (TAC) to advise government on all matters pertaining to telecommunication, it proposed that there be cross membership or joint meetings with the PEBB for a regular interchange of views to ensure that both technological and social options are examined. The Board would be non-executive, it would encroach neither on the responsibilities of the Home Secretary or of the Authorities, nor be a court of appeal against the decisions of a Broadcasting Authority. It would be independent of both government and the broadcasting authorities. At the request of the Home Secretary or of the Broadcasting Authorities, the PEBB would carry out or commission research into issues which have given rise for concern (such as violence), or do cost benefit analyses of different proposals for new services, or carry out a review of the educational output and its effectiveness of all the broadcasting services. The effectiveness of the PEBB will depend on the prestige that the quality of its work will command. It may prove invaluable to government by taking over responsibility for the monitoring of new experiments, by keeping

government informed of developments elsewhere, and also to the broadcasters by examining problems shared by all the Authorities. The board would have a small expert secretariat, some or all of whom (here there is disagreement among the Committee) might be recruited from outside the Civil Service. The Committee considers the establishment of this small board as important at a period when so many decisions in the field of telecommunications have to be made which require independent examination. The fact that the PEBB would send an annual report to Parliament would ensure that its debate was better informed than now. Also the task of this Committee was rendered very difficult because of the lack of relevant research reports. The next Committee could be far better served if the PEBB functions properly in that it could draw on their publications during the intervening years.

Just as each Authority will be scrutinized by the next Committee of Enquiry, so, of course, would the work of the PEBB.

TELETEXT (CEEFAX AND ORACLE)

Ceefax (BBC) and Oracle (ITV) though developed independently, are identical Teletext services. Both Authorities are licensed by the Home Office to use Teletext to provide data broadcasting services until 1979. At present the BBC transmits daily 16 hours of updated Ceefax services on BBC1 and 2; ITV provides updated services from 10 - 6:30 p.m. and unchanged pages outside these times. Each service has 100 pages compiled by a small editorial staff. The majority of the Committee took the view that the Authorities should treat Ceefax and Oracle as extensions of their existing services; a minority saw these as publishing rather than broadcasting enterprises, quite different in kind from the existing publishing activities of BBC and ITV. The minority argued that by comparing it to Viewdata with its interactive facility, it was easy to underplay the importance of these new services. The right comparison was with the ease of obtaining printed material and with its costs. New developments make an inroad into existing provisions when the new service is similar but cheaper and more continuously and easily available: unlike the newspaper Teletext is free of charge, more easily updated, and offers more choice. The minority saw Teletext as the first of several technological advances which will make print available in the home, requiring a novel arrangement for running the service. While there was agreement that the service should be operated by IBA and BBC respectively, the minority thought the service should be developed by a small editorial board with an

independent chariman - such board to include broadcasters, journalists and others to ensure that the full development of the services was not jeopardized by sectional interests whether these be broadcasters or the press. All were agreed that after a few years the working of these new services should be reviewed by the PEBB.

REACTIONS TO THE REPORT BY THE INDUSTRY

The Home Secretary, after the initial discussion of the report by both Houses of Parliament invited comments. A White Paper outlining the government's proposals will be published towards the end of the year.

The industry complimented the Committee on reaffirming the essential principles on which a free and creative broadcasting service rests, on its industry and humanity, and the Chairman on the quality of the writing. Sir Brian Young in his Granada lecture described the report as"a caring report". All descriptions a headmaster would use in a reference about a well meaning, not very bright pupil who had no chance whatever of getting a university place. The major conc[illegible] proposals about local radio,the 4th channel and the PEBB were all rejected. They were deescribed as being academic (this term denotes a regrettable combination of naivety, lack of knowledge of the world and of finance coupled with arrogance). Nor were the counter arguments insubstantial if cost effectiveness and preference for the familiar were the paramount considerations.

The PEBB was rejected as unnecessary,even harmful in that it would " over-examine" and so create uncertainty. Unnecessary because the Authorities were already looking after the public's interest ~~and~~

Local Radi BBC took the view that if competition had been good for TV, the same is true for local radio, that the committee had made a mistake in not realising that the frequencies would permit major two station centres, that BBC local radio was different in kind from commercial local radio, and, finally, that the BBC depended on local stations for news, for new talent, even for innovative programmes. IBA's view was that, irrespective of whether BBC local radio were to continue, IBA could do the job of the proposed Local Broadcasting Authority and do so more effectively and cheaply, that its system of franchising and guiding local radio contractors had demonstrated diversity and sensitivity to local needs.

4th channel Both the companies and IBA submitted separate counter proposals which, while in theory incorporating many of the suggestions of rhe OBA, would effectively be run by the IBA and by the companies, (any additional costs being borne by the companies which would of course reduce the levy, so be paid by the tax payer) The IBA proposal is the more adventurous in that it will accord as an entitlement time on the air to educational programmes, to independent producers, to regional companies, with only 40% given to the major companies. A separate Council of Independent Producers would be set up to pre-select the contributions for their slot. The final selection and, of course the scheduling, would be done by a special board. i.e. neither ITV nor IBA deal with "when" only with straight percentages of air time. The two services, within the framework of these entitlements would be complementary, would it is expected reduce the levy for the first three years and then add revenue through additional advertising,

Both assert that if the OBA were given the fourth channel, it would have to seek mass audiences more than would ITV2 since it would lack the cushioning that comes from being part of ITV.

FINAL COMMENT

The response of the industry was predictable. Institutions are not there either to accept reduction or to pass up an opportunity to diversify and grow. Their arguments were equally predictable in that they make their incorporation appear more novel and more in tune with the recommendations than they will be in practice.

The broader questions raised by the report and its receptions are the following:

1. The right way to introduce the innovations would have been to begin with the technological developments which will come and show that the intervening years before these developments become operational, need to be used to experiment with new remits and with progressive decontrols. And, given the particular way in which the independence of institutions is safeguarded in Britain, this can only be done by creating new Authorities, one for each service, and not by enlarging the tasks of existing ones. We should also have stressed even more than we did that the real task of the PEBB is to enable the public during these crucial years to understand the choices that different telecommunications systems offer, so that the public can actively participate in the decision-making.

2. The public should have been made aware a) that the levy is a tax on braodcasting which may not be in the public interest and that using such money for new enterprises which can assist community and other needs may

be more appropriate; b) that an opportunity to increase editorial outlets is of particular importance at a time of decreasing outlets in the printed medium, and c) finally that a monopoly in obtaining advertising revenue is as much against the public interest as is a monopoly in any other form of trading.

3. The extent of the effectiveness of the report depends upon the the political climate operating at the time of its publication. The present political climate in Britain gives innovation a low priority.

4. How far an unpaid, part-time, inexpert Committee is the appropriate method for investigating in detail a large scale industry. I am sure it is not. Such a Committee could have a place in outlining general principles and desiderata, but is inappropriate for taking on broad technological developments and their implications.

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RECENT AND PROPOSED CHANGES IN BROADCASTING STRUCTURES

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Washington, D. C.
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BROADCASTING SYSTEMS IN THE ARAB STATES

By Dr. Gehan Rachty

Radio and television are the most important media in the Arab world. The slow progress made in the elimination of illiteracy does not affect the impact of radio and television, which are ideal media for people whose cultural tradition is an oral one. In most countries of the Arab world radio has preceded the increase of literacy. Therefore, radio has indeed played a key role in forming political opinion and bringing about change in expectations and hopes. When, in the future, television reaches the rural population there is every likelihood of its playing an even bigger role.

In the early fifties, many Arab states did not have a national radio service and those Arab radio stations which existed were of the most conservative and even primitive kind. Nevertheless, these stations were symbols of emerging nationalism. The "Voice of the Arabs" from Cairo (started on July 4, 1953), has played a key role in familiarizing the Arab people with the power of radio. It also played a key role in crystalizing Arab public opinion, and reflecting the Pan-Arab, anti-British and anti-French feeling at that time.[1]

The nineteen fifties and sixties were a time of radical change in Arab society and radio was used as a political and psychological weapon in the Arab struggle. The Arab states also accelerated during that period the pace of change and modernization. This required reaching the illiterate masses with new ideas, and encouraging them to participate in national development. These efforts increased their expectations and desires and created economic and social problems in many states. The rate of change has been such as to strain people's capacity to cope with national development.

Therefore the media has to assist people adapt to social and economic changes.

These factors, in addition to the lack of agreement on fundamental issues, the need to integrate and unite the people around common goals, and to bridge cultural discontinuities, led to the imposition of restrictions on freedom of expression and freedom of the press. The desire to reach the masses with new ideas necessitated the imposition of some control. All the media had to support the basic policies of the state and had to work within the framework of these policies. Broadcasting could not be allowed to play a neutral or passive role. Broadcasting in the Arab states was therefore carried out by official broadcasting organizations, and was organized as an integral part of government and an agent of government.

Radio was introduced in the nineteen twenties and thirties in Algeria (1925); Egypt (1926); Morocco (1928); Lebanon (1937); Iraq (1936); Tunisia (1938). It was introduced in the forties in the Sudan (1940);

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[1]Douglas A. Boyd, "Development of Egypt's Radio: "Voice of the Arabs under Nasser" Journalism Quarterly, Vol 52, No. 4, Winter 1975, pp 645-53

Somalia (1943); and Saudi Arabia (1949). In the fifties and sixties it appeared in the rest of the Arab states. However, "there were no viable domestic or international radio services in any Arab country outside Egypt until the nineteen sixties".[2]

Television services started in the nineteen fifties in Algeria (1956); Iraq (1956); and Lebanon (1959). In the sixties it started in Egypt (1960), Syria (1960); Kuwait (1961); Morocco (1962); Sudan (1962); Yemen People's Democratic Republic (1964); Saudi Arabia (1965); and Tunisia (1966). It was introduced in the rest of the Arab states in the seventies (except Somalia and Maritania).

The total number of radio receivers in the Arab states was estimated in 1973 at 21,500,000 sets, and the estimated number of television receivers was 4,200,000 sets. However, it is not possible to arrive at an exact figure for the number of radio and television receivers owned in the Arab states because no license of ownership is required in many of them.[3]

Radio services with national coverage exist in all the Arab states. Nearly all of them have powerful radio transmitters. Also Palestinians (PLO) use powerful short-wave transmitters at Damascus, Cairo, Algiers, Bagdad, Tripoli, and Beirut.

Television, as indicated, has been introduced in most of the Arab states. The extent of coverage and the number of sets vary greatly from country to country, and television is largely limited to urban areas. Networks in Arab states give distinct advantage to those who live in urban areas.

Group viewing and listening are general in Arab States, in coffee houses, restaurants and other public places, particularly in rural areas. The availability of inexpensive battery operated radios in the Arab world, together with the custom of group listening, has helped assure widespread reception of local and foreign radio programs. Also communal television sets are very widespread in the Arab states. Television receivers are seen in the cooperatives, village schools, squares and coffee houses.

Nature of the Arab Systems of Broadcasting:

Broadcasting services in most Arab states are run as national services. They are highly centralized and there are no provincial or local stations in most Arab states (except in Morocco, Saudi Arabia and the UAE). Both transmission and studio facilities tend to be concentrated in the capital city. Fear of regional divisions and lack of funds have prompted Arab governments to centralize in the capital. While this has no doubt affected regional and local development, it has served to integrate the nation, and to contribute to: (1) the emergency of uniform cultural patterns throughout the society, and (2)

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[2]Boyd (1975), op. cit., p 648

[3]Julian Hale, Radio Power: Propoganda and International Broadcasting (Philadelphia: Temple University Press, 1975) p 173

the bridging of the gap between local and national interests.

Broadcasting services in the Arab countries are government owned and operated and essentially non-profit, except in two states: Lebanon and Oman. The two television stations in Lebanon are owned by two commercial companies, the French ORTF and the English Thompson company. Both companies have been subjected to strict government supervision and are at present controlled by al-Kata'ib and the Lebanese Army. In Oman, a German company operates the television service, but is subjected to strong government control and censorship. The American RTV company operated a commercial television service in Bahrain until 1975 when the government bought its assets.

Nature of Financing:

Broadcasting is financed in most Arab states mainly through license fees and state grants. In most countries Government provides all or most of the funding for broadcasting: very few allow commercials on their radio services. With the introduction of television, it has become evident that commercial support is also needed and in a number of states advertising has been accepted. However, since per capita income in most Arab states is low, commercial sales cannot be expected to contribute significantly to the broadcasting budget. In Egypt, the decision to allow a limited amount of commercial time on two radio services - People's Program (since 1960) and Middle East Program (since 1964) - has not produced substantial revenue. In 1976 advertising revenue from both radio and television amounted to 3,000,000 Egyptian pounds. In Kuwait, revenue from television advertising in the same year amounted to three million dinars. These sums are only a small percentage of the costs of operating these services. In most Arab states advertising revenue and license fees usually go direct to the state treasury.

The Aim of Broadcasting:

In government-operated broadcasting systems, the first aim of media obviously is to present, explain and hand down government views. Politics color much of programming. Explicit political material comes in the form of frequent public speeches by major government personalities, official statements and official commentaries on the news. The movements and ceremonial activities of the head of state or other important political figures receive extensive priority coverage.

Broadcasting in the Arab states is inextricably involved with politics. One-party states, and other centralized forms of government manipulate the media in general, but broadcasting in particular, and use radio and television as instruments of both internal and external policy. Political themes therefore dominate the content of the news bulletins. There is keen awareness of the political importance of radio and television news, and accordingly the newscasts reflect the orientation and policies of the governments.

A system fully supported by the government, according to Ithiel de Sola Pool, "runs the risk of becoming boring and reflective of the tastes and views of civil service. There is no incentive to attract audiences, since the revenue does not decline if the audience falls off, and the only people who must be satisfied are those who hold the purse-strings."[4]

Nevertheless, this type of system is bound to remain in the Arab states because governments are eager to disseminate political and ideological messages and recognize that license fees would discriminate against the poor. As Prof. Pool says, "in a country whose population is not affluent, the fee may slow down television penetration."

Programs:

Radio and television broadcasts are carried out in Arabic, but in addition there are in most Arab states broadcast transmission in other languages, mainly English and French. In Jordan Hebrew is also used in news bulletins. In addition, some countries offer radio programs in local languages such as Kabyl or Berber, Kurdish or Turkman.

There is an increasing emphasis in the Arab states television systems on entertainment, especially serials, long feature films and variety shows. These program categories account for 53.8% of television time in Abu Dhabi; 44% in Saudi Arabia; 56% in Qatar; 60.5% in Kuwait and 60% in Egypt, and an average 55% of television time in all Arab states. The purpose is to attract the audiences and give them what they want since television is considered mainly a medium for entertainment especially in states where there is no other public entertainment.

Television entertainment is consciously used in many cases to divert people's attention from social, economic, or political problems. In September 1964, "television was introduced in the Yemen People's Democratic Republic" to divert people's attention from the revolutionary tide sweeping the southern parts, particularly since Northern Yemen is spreading the spirit of struggle against the British occupation."[5] (the British evacuated Yemen P.D.R. in 1972).

There is no doubt that entertainment is a potent force in diverting attention from surrounding problems. But the organization of leisure time by means of the mass media also affects cultural change. As Prof. Iliya Harik says:

> "Entertainment offered by the mass media is a form of vicarious learning for the villager whereby overt messages of any program may convey many covert meanings. By organizing the villager's leisure time through the mass media, national leaders impart to him new values. Villagers assimilate new ideas, often unconsciously, as they watch the plays, movies, and variety shows on television. For instance, television has introduced rural people to scenes from

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[4]Ithiel de Sola Pool, "The Governance of Mass Communication: The Government the Audience, and Social Groups", in Majid Teheranian et al., (Eds.) Communication Policy for National Development: A Comparative Perspective (London: Routledge & Keagan Paul, 1977) p. 145

[5]Hamdy Kandil, Ahmed Youssef and Oly Berglond, "Gulf Television Network" Mimeographed. Unesco, Paris, 1975, p. 36

city life that reflect, among other things, a liberal disposition toward men-women relationships in single as well as in married life".[6]

Other than entertainment, national Arab programs fall under four categories: political programs, programs dealing with general problems or current issues; folklore and religious programs. The most common forms of program presentation are direct talks, magazine programs and variety shows.

Imported Programs:

A high percentage of television programs in the Arab states are imported from other countries. The United States is the major supplier. However, Algeria, Tunisia, Morocco and Lebanon import a high percentage of their programs from France. For example, Dubai imports 62% of its television time; Abu Dhabi 58%; Saudi Arabia 40.4%; Algeria 50%; Kuwait 35%; Oman 85%; Qatar 70%; Sudan 40%; Iraq 23.2% and Yemen People's Democratic Republic 75%. Local programs also include foreign items, a fact which is not reflected in these figures.[7]

The reasons behind this situation are inadequate funds; and shortage of talent and television equipment. Also the infrastructures for local production of theaters, cinema, and cultural activities, are not well developed.

Foreign programs not only affect viewers but they also affect producers and script writers. The ideas and formats of the foreign programs are imitated and a new chain of effects starts. "Thus quiz, the variety show, the soap opera are locally produced according to imported models."[8] The importation of a high percentage of foreign programs, with alien values, may also affect cultural identity: and since most foreign programs are devoted to entertainment, and entertainment as already indicated is an active force in the communication of values, this danger is augmented.

There is a need in the Arab states to link television programs with traditional or indigenous cultures, arts, and national heritage. There is a need to create programs that will give authentic expression to cultures in the process of confrontation with modernity and social change. Newly established television production companies in the Arab states are trying to accomplish these purposes.

Television Program Production Companies:

Only recently did the Arab states endeavor to establish Arab production companies. On May 4, 1977, the Gulf states - Kuwait, Saudi Arabia, Iraq, UAE, Qatar and Bahrain - set up an organization for the joint production of radio and television programs. Among its purposes is an

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[7]Kandil et al, (1975) op. cit. p 15

[8]Elihu Katz, "Cultural Continuity and Change: The Role of Mass Media," in Majid Teheranian, Farhad Hakimzadeh and Marcello L. Vidale, Communications Policy for National Development (London; Routledge and Keagan Paul, 1977 p. 114)

emphasis on programs that reflect the distinctive cultural characteristics of the Gulf area. The new organizaiton, with its headquarters in Kuwait, is called "The Arab States Organization for joint production of programs". Its first program series will be the Arabic version of Sesame Street.[9]

Also in 1977 the Egyptian Federation of Radio and Television established an Audio-Visual Production Company in Cairo and provided it with studio facilities and the necessary funds.

Before the establishment of these two organizations for program production there were many small private production companies in the Arab states, particularly in Kuwait and Egypt. The two new companies will have the capacity to produce quality programs.

Technical Facilities:

In most Arab states the Ministries of Communications are responsible for the technical installations and operations of broadcasting. When the national broadcasting organization becomes a going concern, it takes over these responsibilities. In the Sudan, the Ministry of Communication is responsible for the technical aspects of radio broadcasting, whereas the Ministry of Information and Culture is responsible for programming. Divided authority between technical and programming operations has created friction and inefficiency.[10] When television was introduced the Ministry of Information and Culture assumed responsibility for the technical aspects of television from the outset thereby avoiding the dilemma of split responsibility which plagues radio broadcasting.

In the Gulf area, foreign companies assume technical responsibility for broadcasting. The maintenance of technical facilities in Saudi Arabia is a joint responsibility of the Saudi government and a foreign company. The British Cable and Wireless company was responsible for broadcast technical installations and operations in Bahrain until the government took over these facilities in 1975. In Oman the government holds a 50% share of the foreign company that operates the television station. Earth satellite stations in the Gulf area are also operated by the British Cable and Wireless and a German Company assumes important responsibilities in that area.

Communication Policies in the Arab States:

The purposes and uses of television are not specified in most Arab states, and when they are specified no provisions are made for their implementation. Television is used mainly for entertainment and is not effectively used for educational and developmental purposes. It is true that some broadcasting organizations in the Arab states (UAE,

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[9]In 1974 and early 1975 the American Children Television Workshop (CTW) proposed to the Gulf states the production of an Arabic version of Sesame Street program. The Gulf states agreed to participate in the production, and the program will be produced in the Gulf area.

[10]Sydney W. Head, (ed.) Broadcasting in Africa: A Continental Survey of Radio and Television (Philadelphia: Temple University Press, 1974) p. 48

Bahrain, Saudi Arabia, Kuwait, Egypt, Algeria, Morocco) use broadcasting facilities for educational purposes and have followed the trend toward a multi-media approach which has extended the activities of their broadcasting organization to new fields. But these efforts are fragmentary and not well planned in most of these states.

There is an urgent need for integrated national communications policies, in which the scope and utilization of the media are defined. Such policies are becoming urgent because, with the introduction of satellite communication, the electronic media will have to take on greater responsibilities. Response to the spread of change in the sectors of education and culture tends to be inadequate or too slow.[11] Satellite communication will change the basic concepts of broadcasting and education in the Arab states.

Exchange of Programs:

The exchange of programs between Arab television stations has been limited, particularly in comparison with the high percentage of foreign programs carried by many Arab television services. Though the large majority of Arab states have ground station connection with either the Indian or Atlantic ocean satellites or with both, no regular television news exchange or presentation has existed until recently.[12] Relays of some events have been taken from one state to another by satellite, but this cannot be called an exchange of news. There have also been some exchanges of recorded programmes between two or more stations. The national television networks of Tunisia, Algeria and Morocco are linked by the Magrebvision ground stations and each country can take from and give to the other.

For a period, weekly exchanges of news packages were made between the Mashrek Center (Jordan) and the Magreb Center (Morocco). The experience, however, was short lived and the exchange was ended. The cost was much too high for the kind of news packages exchanged.

Arab broadcasting organizations before the establishment of the Arab News Exchange System relied heavily on the VisNews service transmitted from London. The package was ten minutes long and consisted of selected world news of interest to the Arab World. Qatar, Dubai, Sudan, Saudi Arabia, Abu Dhabi, among others, received it. With the establishment of the Arab Television News Exchange System, it has become the responsibility of national television stations to cover their news events in their respective countries and to feed these news items to the Arab network.

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[11] Edward W. Ploman, "Communication Policy and Planning: A Comparative Perspective with Particular Emphasis on Broadcasting," in Majid Teheranian et al (Eds.) Communications Policy for National Development, p. 54.

[12] In 1974, only four stations in the Arab world had ground stations. By 1976, there were 17 ground stations, most with capacity for both television transmission and reception, some with reception capacity only. Some of the states have more than one ground station (most stations are standard stations and and a few are non-standard). In 8 states the stations are connected with the Atlantic ocean satellite, in 11 states with the Indian ocean satellite.

Exchanges take place between ASBU (Union of Arab Broadcasting Corporations) and EBU (European Broadcasting Union). Five member states of ASBU joined the Eurovision News Exchange (EVN O and EVN 1) under an agreement reached between the two Unions on February 6, 1977. In return all Arab television organizations contribute news items to Eurovision. Before the implementation of this agreement, Saudi Arabia, Qatar, Iraq, Kuwait and the UAR received the Eurovision news package by relay from channel 3 of the French television.

The Arab Television News Exchange System:

The Arab System for Television News Exchange, which came into operation in mid-1973, divides the Arab region into three sub-regions: Magreb; Mashrek and Gulf and Peninsula. Its purpose is to increase the flow of visual news inside each sub-region, among the various sub-regions, and between them and the outside world. Intelsat satellites are frequently used in the exchange system which is considered to be a good model for a regional program exchange network via satellite.

Within one year all Members of ASBU joined the system. Officials responsible for exchanges were appointed and some television organizations set up exchange divisions. The Exchange System's headquaters is in Riyad. Its initial capital amounted to $100 million and already eleven states - Jordan, Bahrain, Tunisia, Saudi Arabia, Oman, Qatar, Kuwait, Libya, Egypt, The Arab Republic of Yemen and Lebanon - have ratified its agreement and will bear 85 per cent of its capital costs.

In compliance with ASBU's request, a UNESCO mission to six Arab states conducted a preliminary study. The mission concluded that the Arab area was ideal for television link-up by means of satellite for cultural and educational purposes on the national level, in view of its common cultural, linguistic and geographical features.[13]

Several Arab countries have already asked the Arab Fund for Economic and Social Development, based in Kuwait, to finance a two-year Unesco/UNDP Study Software Planning for the Arab Space Network. The study would cover audience needs, organization, production facilities, recruitment and training. Egypt has offered to host the Study, and allocated $100,000 for the purpose. Meanwhile, the Arab Satellite Organization (ASO) will be discussing questions of management and control with the Arab League, the Arab Telecommunication Union, the Arab States Broadcasting Union and the countries involved.

This paper has described the general characteristics of broadcasting systems in the Arab states. There is no doubt that the introduction of satellite communication will change the basic concepts of broadcasting and education in the Arab region and will revolutionize its communication systems, enabling the extension of national services, and greatly facilitating program exchanges between the countries of the region as well as international exchanges.

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[13]"Arab States Confirm Satellite Plans," InterMedia Vol 4, No. 5, October, 1976 p. 17

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RECENT AND PROPOSED CHANGES IN BROADCASTING STRUCTURES

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SVERIGES RADIO

1977-08-29

Radio and television 1978-1985. Report from the Swedish Committee on Broadcasting

Summary of some major features by Jan-Otto Modig, Deputy Director General of Sveriges Radio.

The main reason for appointing a Committee to investigate the rules and guidelines that should govern the future development of broadcasting in Sweden was that the agreement between the Government and Sveriges Radio was to expire 30th of June, 1977. Before drawing up a new agreement, the experience of the present arrangement should be evaluated. The Government appointed a parliamentary Committee which commenced work during the autumn of 1974. The Report was presented in April 1977.

The directives in particular pointed out that the principles and guidelines concering cultural policy that were adopted by Parliament in 1974, should also apply to broadcasting. x)

1. Basic principles

The Committee does not suggest any major changes in the fundamental principles of broadcasting in Sweden. It does, however, put a new and strong emphasis on the broadcasting media's responsibilities towards the cultural policy.

The basic function of radio and television programming is to provide the public with programmes that offer information and cultural experiences. It is, however, neither advisable nor possible to define the frontiers between these two functions.

Broadcasting has a responsibility to protect freedom of information and, in collaboration with the press, it shall contribute to make the Swedish democracy more active. Together with the press, radio and television shall

- o give the citizens the necessary information on the current political affairs, as well as inform the political establishment of the public opinions.
- o present various views and values so as to provide comment; take stands, advise and stimulate opinion making;
- o scrutinize and act as a check on authorities, organizations, enterprises and other organs of importance to decisions of concern to the general public - in the case of broadcasting, however, with due respect to the demands of factuality and impartiality;
- o facilitate communication within and between various social groups.

x) For a description of the present system of broadcasting in Sweden see Appendix.

The Committee feels that radio and telvision should be assigned a specific cultural responsibility. The general goals of the state cultural policy should largely be applied also to the broadcasting activities.

From the point of view of the audience, the cultural responsibility of the broadcast media implies that their capacity to provide and convey experiences must be fully utilized and developed. The various forms of expression - words, sound, picture, form, motion and dramatic reresentation - should be used and criteria of high quality be met.

One part of the media's cultural responsibility is to meet people's need for entertainment. Programmes should become more accessible and provide stimulation and diversion to the audience. The demand for quality and accessibility must be applied equally to all categories of programming, whether they aim to inform or to entertain.

From the point of view of the broadcasting entity, cultural responsibility mainly implies that the organization actively engage in creative production. Creative talents from outside the broadcasting organization must be engaged in the programming.

Complete freedom of establishment is impossible in the field of broadcasting. Transmission to the public can only be made by a

limited number of organizations and the freedom of expression and information must be guaranteed through rules governing these transmissions.

Within one or several organizations there may exist various units more or less independent of one another. They may be independent companies or branches of the same company. The government must see to it that all the various parts of the organization function and collaborate satisfactorily. By the society and through the state the broadcasting organization has been given a mandate to broadcast. This mandate includes a number of guidelines as to the content and the extent of the broadcasting activity. The state, for its part, guarantees certain other services, the most important of which is the providing of the financial means for this activity.

Broadcasting must maintain a free and independent position vis-à-vis external groups and organs. Programming, as a whole, must be impartial and factual, nuanced and varied. The journalistic and artistic integrity of employees and other participants must be guaranteed.

A comprehensive complex of rules prescribes the conditions of the broadcasting activity. Four basic levels may be distinguished: laws, contractual agreements, guidelines and statements of policy,

The right to broadcasting

The right to broadcasting means the right to decide which programmes shall be broadcast, be they programmes instigated and produced by the organization itself or programmes produced externally; also when they shall be broadcast within the air time available. That an organization has been vested with the "right to broadcasting" excludes any other organ from taking decisions affecting programme selection, programme content or programmes broadcast during the time available.

The Committee does not consider the question of whether the right to broadcasting be granted to one or to several organizations to

be of central importance. The issue is rather dependent on a number of other important decisions regarding the principles and demands of the broadcasting services.

In view of the creation of independent subsidiaries for local radio and educational broadcasting, it is also questionable whether the concept of "sole and exclusive rights" is any longer relevant.

It is proposed that the present prescription in the Radio Act concerning "sole and exclusive rights" is removed. Thus, it is for Government and Parliament to decide on the number of organizations that should be given the right to broadcasting.

2. Premises for the future organization

The future organization should of course be based upon the goals set by the Committee. The report suggests the following general demands: The organization should:

- guarantee independence and integrity vis-à-vis external pressure
- encourage diversity by giving a large measure of freedom and initiative to personnel, editorial staffs and programme units
- facilitate public insight into programming activities
- stimulate a high programme standard
- be open to the participation of independent cultural workers, journalists and similar groups
- achieve larger functional and geographical decentralization
- be rational and efficient

The Committee finds that the present organization functions well and in accordance with the provisions laid down by the authorities

in 1966. The Committee considers - overall - that Sveriges Radio has well managed to balance and alleviate the tensions of the system.

However, its study of the present system has led the Committee to propose major changes mainly in two areas: (1) the relationship of the regional "districts" towards the central programme units and (2) planning.

3. Main outlines of a new organization for Sveriges Radio.

In order to achieve the goals the Committee proposes several alterations in the internal company structure.

Local radio - presently organized in a special company, subsidiary to Sveriges Radio, should continue this type of affiliation with the corporation - this at least for the time being.

Educational broadcasting is also organized as a subsidiary company to Sveriges Radio. This company should be made independent of the corporation.

The main broadcasting activities should, however, remain with Sveriges Radio. The Committee wishes to further promote the independence of the programme units within the corporation, and to decentralize its activities.

All programme activities should be reorganized into three main programme units, one for radio and two for television.

Radio - national transmission of radio. Production facilities all over the country.

TV S - national transmission of television. Production facilities in Stockholm.

TV R - national and regional transmission of telvision. Production facilities outside Stockholm.

The present eleven regional "districts" within Sveriges Radio - now producing both radio and telvision - are reorganized thus:

Television: all activities are concentrated to TV R and organized intonine regions. These regions produce television programmes for national transmission and transmit regional television programmes.

Radio: the radio programme unit establishes its own regional organization (radio districts).

The function of the present Central News Services are to be divided between the three main programme units.

The External Broadcasts unit ceases to be independent, and is integrated into the radio programme unit.

All operational departments and sections within the Engineering unit are integrated into the programme units. A central engineering department should, however, continue to exist within the corporation. This department should retain the overall responsibility for technical quality in programming etc.

An entirely new feature in the proposed organization are nine Audience councils with advisory functions.

(1) Radio

The radio programme unit should establish a number of "radio districts" around the country, separated from the regional TV organization. The Committee presupposes that the programme unit can cooperate with the Local Radio company in smaller districts, as well as with TV R.

(2) Television

Both television units should have approximately the same obligations. They are, however, to fulfil those obligations under

different conditions due to their different internal organizations. In principle both units should get equal opportunities to fulfil their obligations, and this could imply that they must receive different economic, staff and technical resources. Consequently, one important question for the corporation management will be the continuous adjustment of differing needs between the television programme units.

TV R

TV R shall produce programmes for national transmission as well as special regional programmes intended for regional transmission in the nine regions. The programme unit will have to purchase many of its programmes from other companies and from TV S, especially during the build-up period. The programme-mix should have the same character as in TV S.

TV S

The programme unit is responsible for television activities in Stockholm. It consists of the existing programme departments of the present two TV channels, and the main part of the production facilities in Stockholm. TV S is responsible only for nationally transmitted programmes.

(3) Audience Councils

In order to broaden the contacts between the general public and the broadcasting organization, nine audience councils should be established in the nine regions of the TV R organization. The councils are supposed to have purely advisory functions and to deal with matters of programming and programme policy for both radio and television.

4. Forms of association and corporation management

The Board of Governors should be appointed in much the same way as presently, i.e. the Government appoints the chairman and five members, the annual Shareholders' Meeting also appoints five members, and the employees, acting through the staff union, appoint two members.

The primary concern and responsibility of the Board lies with the overall organization of the corporation, the efficiency of its operations and the general programme policy. The Board should assume a special responsibility for the long and short range planning of the corporation's activities.

Programme unit management

One of the main reasons for making these changes has been to increase the autonomy of the programme units. The unit management should have more authority and in more matters than presently.

In order to increase the authority of the programme unit management without infringing upon the integrity of the unit, each programme unit should be headed by a management group. These management groups should be appointed by the Board of Governors among the employees of the respective programme unit. The chief-executive of the unit should act as the head.

5. Programming

(1) Programme schedules

An extension of the weekly programme schedule is proposed both for radio and television. Television should increase from 80 to 100 hours/weekly (in two channels) and radio be given 60 hours more to reach 440 hours/week in three channels. (In this context it must be pointed out that television in Sweden, almost exclusively, is broadcast only during the late afternoon hours and in the evening; radio is broadcast around the clock only in one of the three existing channels).

It is specifically stated by the Committee that the prime motive of this increase is not to get larger audiences, but to give people a better service and to reach new groups with new types of programmes.

Thus a substantial part of the additional hours of television should be used for a carefully planned re-transmission of programmes. The desire to increase radio and tv production outside Stockholm is

another motive for an extension of the programme schedules, as are the proposed programme activities to satisfy the needs of different minority groups.

(2) Programme standards

According to the Committee, a high audience rating is no decisive measure of programme quality. It is more important to increase the satisfaction of each individual viewer or listener than to increase the amount of time people spend watching television or listening to radio.

High programme standard is conducive in this effort and different measures are proposed. One of the more important proposals concern the participation of free-lancers, i.e. artists, journalists, scientific and academic experts and other such professionals. Not only does participation by free-lancers of this kind promote quality and diversity of programming; it is also a question of freedom of expression in the broadcast media.

Another aspect of programme quality is the accessibility of programmes, i.e. people's possibilities to watch or listen and/or their chances to understand what they see and hear. Proposals in this field include a day-time programme block of approximately three hours in television and re-transmissions (see the section on scheduling above). Various types of dramatization and adaption should be used to make it easier for people to conceive the contents of programmes.

6. Public debate

Criticism in the press has in general been rather negative and has mainly concentrated on three issues: (1) the organization of television, (2) the audience councils and (3) the development of regional television.

(1) Organization of television

The proposed system with one channel based on the production facilities in Stockholm, TV S, and the other based on production

facilities in the regions, TV R, has generally received very negative criticism. It involves a major and costly reorganization which - among other negative effects - is feared to result in a drop of programme standards. It is also argued that there is not enough programme material, talents and other human resources in the country to provide a reasonable basis for an extended and decentralized production of this kind.

The integrity of broadcasting - especially that of TV R - would also be hampered. It is generally regarded difficult for smaller units like a region to resist outside pressures than it is in a larger and more consolidated organization.

(2) Audience councils

This proposal has been the target of strong criticism. The councils could be a serious threat to the integrity of the broadcasting organization.

(3) Regional television

The critical voices argue that the extention of regional television (regionally transmitted programs, mainly news-programmes) is too expensive in view of the service it offers the general public. Money would be better spent on Local Radio, presently under-budgeted and under-staffed.

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Favourable criticism has occured, viz. concerning the Committee's deliberations on programme policy matters and the responsibilities and functions of broadcast media. Thus the importance given to the cultural responsiblities has won general acclaim, as has the discussion on quality.

(4) The technical development

The Committee has very little to say about the future development of the broadcasting technique. A project of a joint satellite serving the four Nordic countries could basically change the situation of broadcasting - both programming and organization - in these countries.

1977-08-24

APPENDIX

The present system of broadcasting in Sweden

1. General background

The government of Sweden has vested Sveriges Radio (The Swedish Broadcasting Corporation) with sole and exclusive rights to radio and television broadcasting as defined by law. The status of the Corporation resembles that of a nonprofit-making public corporation, although it has been given the legal form of a joint-stock or limited company.

Threee groups of owners hold shares in the Corporation, viz. (1) the "popular movements" [1] (60 %) (2) newspapers and pressorganizations (20 %) and (3) organizations representing the business community.

1) Typical of these movements (folkrörelser) are temperance and evangelical movements, consumers cooperation federations and - not least-the labour movement (all founded in the latter decades of the nineteenth century.) These organizations have played a central role in the social, political and cultural development of Sweden the past one-hundred years. Their representation on the Board of Governors of Sveriges Radio is but one indication of their generally accepted status as vital, albeit extraparliamentary, organs of representative democracy in Sweden.

All shareholders are incorporate or legal persons.

The Board of Governors of Sveriges Radio consists of a chairman and twelve regular members, plus twelve alternates. The Government appoints the chairman and five regular members, plus their alternates. The annual Shareholders Meeting also appoints five members and five alternates. The remaining two members and two alternates are appointed by the employees, acting through the staff union.

In 1975 an independent subsidiary to Sveriges Radio, Sveriges Lokalradio Aktiebolag, was founded to initiate local radio broadcasting in 24 local districts throughout Sweden. These

programmes will be broadcast within the framework of the sole and exclusive rights to broadcasting vested in Sveriges Radio. Local broadcasting has come on the air during 1977.

Parliament has also decided that a special subsidiary company, Sveriges Utbildningsradio AB, shall be formed to handle the production and broadcasting of educational programming. This subsidiary is expected to start broadcasting during 1978.

Laws and regulations

The sole and exclusive right, as well as the various regulations governing freedoms and liabilities in the Swedish broadcasting system are set forth in two acts of Parliament (the Radio Act and the Broadcasting Liability Act, both of 1966), as well as a special agreement between the Government of Sweden and Sveriges Radio. This agreement also specifies the main features of the organization of the company, its sources of financing, prohibits commercial advertisement, etc. The acts and the agreement took effect 1st July 1967, and the agreement expires - after having been extended one year - 30th June, 1978.

The Radio Council

This Council - whose seven members are appointed by the Government - shall determine whether programmes that have already been broadcast correspond to the rules and guidelines set forth in the Radio Act and the Agreement between Sveriges Radio and the state. The Council may examine programmes - post facto - either in response to complaints filed against them or on its own initiative. Thus, the Council functions both as an agent of control on the part of the Government and as an instance to which the public may turn with eventual complaints concerning programme content.

The Radio Council lacks the power to levy fines, award damages or otherwise impose penalties, but its findings in specific cases greatly influence how the provisions of the laws and the agreement are interpreted.

2. Main features of the present organization

When the Government and the Parliament took the decisions that form the basis of the present broadcasting organization in 1966, issues relating to the introduction of a second television channel occupied the limelight.

The decisions provided for five programme units: one for sound broadcasting, one each for TV 1, TV 2, educational programming and overseas services, Furthermore, an unspecified number of regional offices - as many as Sveriges Radio deemed appropriate (currently numbering 10 outside Stockholm) - and an engineering department should be established.

Each of the programme units should be separately budgeted. It should be noted that the guidelines stipulated that the budgets of the two television channels should be equal.

The guidelines provided that a considerable measure of authority over programming be delegated to the programme units. An organization in which such strong centrifugal forces have been deliberately introduced, the guidelines further said, should also be given a strong management. The management of Sveriges Radio should be charged to see to it that the Corporation's overall activity corresponds with the goals set up for broadcasting, one of which implies coordinated planning in order to increase viewers' and listeners' freedom of choice.

The Corporation's organizational structure was built up gradually during the first years of the term of the present agreement. Its main features are illustrated in the following figure.

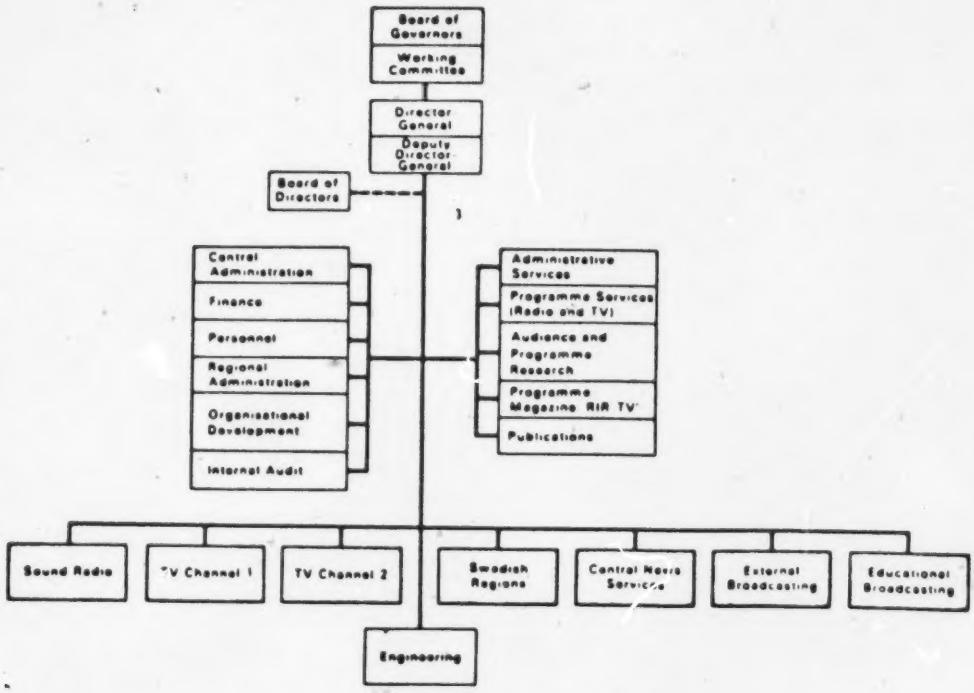

Figure 1 Overall organization of Sveriges Radio

The Board of Governors generally supervises the activities of the Corporation and takes major policy decisions governing the duties of the respective units within the overall mandate granted the Corporation by the Government. The Board draws up the Corporation's budget estimates and petitions for funds as well as appoints the principal executives of the company. Some of the functions of the Board of Governors have been delegated to a Working Committee.

3. Financing

Broadcasting in Sweden is in principle financed through licence fees, which are pooled into a fund, the Broadcasting Fund, administered by the Telecommunications Administration.

Sveriges Radio submits an estimated budget to the Government every year and appropriations are granted for the following one-year period. The allocated resources must be used during the relevant budget year, and funds that have not been used must be returned to the Broadcasting Fund.